The Report of the Advisor to the Minister of Colleges and Universities on the Governance of the Colleges of Applied Arts and Technology

June, 1986

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on College Governance

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The Honourable Gregory Sorbara
Minister of Colleges and Universities
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Dear Mr. Sorbara:

On December 18, 1985, I was appointed to act as your advisor in the assessment of the current governance structure of Ontario's college system.

I am pleased to provide my final advice to you on college governance.

I have based my findings on an informal process of broad consultation with constituent groups within the college system as well as those in the private sector, who, although not active participants in the system, have an interest in the colleges and the quality of education.

Over the past several months I have met with hundreds of individuals including the Council of Regents, the boards of governors, college presidents and administrators, faculty, support staff, and students. In addition, I have consulted with those who were instrumental during the founding stages of the college system as well as key individuals from other provincial jurisdictions.

I wish to thank all those who took the time to share with me their views, without which, this document would not be possible.

Respectfully submitted,

Walter Pitman
Advisor to the Minister
of Colleges and Universities
on College Governance

INTRODUCTION

I have begun this study with the basic premise that the colleges, their governors, presidents, administrators, faculties and support staffs have made an enormous contribution to the educational life of this province over the past two decades. Indeed, I believe that when the history of this province in the 20th century is written, it will be recognized that no educational innovation in Ontario's history can compare with the creation and development of twenty-two colleges of applied arts and technology.

It is even more extraordinary when one observes that these have been momentous decades, demanding quite enormous capacities to change. To move through the prosperous '60's to the more restrained '70's and the penurious '80's has taken administrative and fiscal agility.

Setting the Context

Reacting to the employment needs of a natural resource industry in decline, a traditional secondary industry in difficulty, and a high technology sector with increasing demands for widely varied skills and attributes, has stretched the college community to the utmost. To widen its offerings beyond those which would serve the more traditional graduate of the four-year secondary school program, and to address the expectations

of the wider community (including the needs of men and women seeking employment), has demanded institutional energy and acumen.

Clearly, the colleges have met the challenges of the last two decades with success. Yet, they have become victims of that success. Few could have imagined at their inception, the tremendous expansion the colleges would attain nor the tremendous cost to the Ontario taxpayer.

During the past two decades there has been significant growth in scale, in program offerings and in clientele;there has been a need to accommodate changing local, provincial and federal government expectations. Yet, very minimal changes have taken place in the formal structure of governance. With ever-increasing demands from expanding clienteles, and fewer resources per student activity, those who teach and those who support the teaching function, have been driven to collective bargaining, in an attempt to ensure that their wages and the quality of their working conditions were not eroded beyond hope. The confrontation over collective bargaining took on an energy of itself, becoming a major preoccupation of both sides. It should be noted that during the time I have been seeking the views of the college community, the ongoing faculty negotiations, with their attendant tensions, were a constant undercurrent during discussions.

Looking at the Mandate

In approaching the matter of governance it became patently clear that the first consideration was defining

just what was to be governed. The original mandate, established in 1965, was influenced by a reorganization in the secondary schools of the province, whereby large numbers of four-year graduates would not be eligible for university admission, but would want further vocationally-oriented education. Thus, these new colleges were expected "(1) to provide courses of types and levels beyond, or not suited to the secondary school setting; (2) to meet the needs of graduates from any secondary school program, apart from those wishing to attend university." The colleges were clearly to serve as an alternative to university.

From the conventional wisdom that lifelong learning would be a dominant style of education in subsequent years, there grew a third expectation that these colleges must be prepared to "(3) to meet the educational needs of adults and out of school youth, whether or not they are secondary school graduates" -- a challenging mandate in what was becoming identified as a "learning society".

In 1966 the governance structure in place was an appropriate model for the introduction and expansion of a college system designed to serve a jurisdiction larger than most countries in the world. The Council of Regents, was to minister to the birth pangs of these twenty-two neo-phytes.

The creation of these colleges represented an opportunity to celebrate the entrepreneurial spirit at the local community level. Moreover, institutional expansion came at a point in time when the problem of fiscal restraint with all its attendant implications was not a threat.

A New Commitment

In 1986, a very different society has evolved, different expectations have surfaced, and internal pressures threaten to undermine the effectiveness of these institutions. The declining morale of faculty and support staff, of middle management, indeed of presidents and governors, has become the major threat to the continuing capacity of the colleges to serve this province.

A renewed mandate, a renewed commitment, a renewed dedication must be built on the recognition that those involved in teaching and learning are the crux of what a College of Applied Arts and Technology is; that each member of the college is responsible to a varying degree for the quality and relevance of what is being taught and learned, (either directly, in terms of valuable expertise, or indirectly in terms of morale and commitment).

This renewed mandate will emerge only when energies now dissipated in confrontation are concentrated on the quality of the learning experience for every student, full-time or part-time.

In the last number of years, there has been a tendency to view these crown corporations, not as learning institutes, but as industrial organizations. The emphasis has been on the budget "bottom line", on entrepreneurism, on immediate response to market needs, and on bureaucratic models. Senior administrators have seen themselves as being observed and judged on their capacity to serve this industrial model -- a model,

ironically, that many progressive industries have eschewed in favour of more horizontal, operational styles. I think it is time the pendulum swung toward the college as an educational institution, with its strengths in its quality of teaching, decision-making, and work relationships.

I question the prudence of a confrontational style which produces in some colleges an informal curriculum which characterizes both management and employees as less than trustworthy, seeking to take advantage of each other. How this behaviour affects the minds of students who will soon participate in Ontario's industrial and service economy, now faced with competition from countries which have been somewhat more successful in ordering their collective bargaining techniques, I leave to the Minister to assess.

My recommendations are directed toward encouraging participation, team-building, and collegiality.

I want to state categorically that, although the formal process of governance (i.e., Ministry, Council of Regents, Boards of Governors) has not encouraged broad participation, there has been an enormous amount of college activity involving faculty, support staff, middle management and students in a consultative process. In many colleges observers from the internal community attend board of governors' meetings and serve as representatives on committees dealing with a variety of aspects of college life. However, the present governance structure is less than supportive of these very well-meaning efforts to encourage some level of collegiality. Indeed, the value system implicit in the structure, brings many of these liberating efforts to nought.

Clarity and Simplicity

The blurring of lines of decision-making frustrates effective governance. I shall attempt to clarify functions and simplify lines of communication. It does not serve the system when the Council of Regents is expected to approve programs and then must depend on the Ministry of Colleges and Universities for nearly all its staff needs. It does nct establish confidence in the integrity of the system to have the Regents responsible for collective bargaining and yet be bereft of relevant information and be viewed as inconsequential in the process of coming to an agreement.

The colleges require a governance structure that exudes integrity, fosters collegiality, and clarifies the lines of responsibility in a context of tough decisions to be made and a system ridden with low morale and prevailing tensions.

A RENEWED MANDATE

I have not been asked to advise the Ministry on a new mandate. However, I feel it incumbent upon an advisor to reveal the assumptions on which his advice is based.

If the colleges are to be seen solely as community colleges, then there seems to be little point to any provincial structure. On the other hand, if the colleges are really a provincial manpower supply system, then there seems to be little point to having local boards of governors in colleges, at all. Of course, neither of the above positions is tenable; governance must balance the implications of a number of competing expectations. That balance must be reflected in the governing structures, at every level.

In considering the implications for governance, I suggest the structure must facilitate highly competitive quality in education, responsiveness to the community, flexibility in a changing society and must be guided by long range planning. There must be structural links that will encourage various levels to work towards mutual goals with a renewed commitment. No structure will solve the problems which beset every institution in our society, but a structure should at least not undermine and frustrate the commitment of gifted men and women.

The Province Poised

The province appears to be poised for a major thrust in the direction of strengthening the industrial base, of seeking new world markets, of establishing world-class standards of design, production and marketing.

The Speech from the Throne, presented on April 22, 1986, represents the most recent statement of a new government's values and priorities. That Government has stated: "we must master new standards of a world economy characterized by an intense competition focussed on services, knowledge, information and new technologies in order to maintain and create jobs".

Such an observation indicates a role for educational institutions, most particularly colleges. It assumes the colleges' increased capacity to train people for more sophisticated work roles. It questions the assumption that two-year and three-year programs provide sufficient scope. (The original documents introducing the concept of a college system in 1965, refer to programs which could extend from a "few weeks" to "six years.")

The Throne speech continues: "Ontario will flourish only as an enterprising society when business, labour, educational institutions, and government work together to create prosperity and opportunity". Does this not bring into focus the present strength of the colleges -- their connection with local business and industry? Does this precept not indicate the need for strengthening the advisory committees, for addressing the private sector with more continuity and consistency, for discovering greater areas of co-operative service by universities and colleges?

Applied Research and Technology Transfer

The Government of Ontario has further stated its interest in "the establishment of broad provincial priorities in support of critical industries and

technologies ... The encouragement of the most productive investment in basic research, applied research and technology transfer ..."

I would assume that the colleges must play a central role if provided with resources. Applied research is related to the very essence of service that the college is providing to the industrial system.

A wholesale expansion in every program, in every college would be inappropriate (and fiscally irresponsible), but certain centres of concentration could be identified and fostered. These centres would develop a co-operative program to include involvement of appropriate industry and possibly a nearby university, and a sharing of research facilities and equipment with both. It would appear that resources can be expected, as stated "once decisions about the areas of concentration have been made in consultation with the post-secondary institutions, my government will support excellence through appropriate funding..."

Of particular importance is the Throne Speech's identification of "technology transfer" as a major priority. There are those who would suggest that in a world of limited resources for research and development, by far the most efficient use of dollars would be in that very area. In an inevitable competition between resources for basic research and that of improving Canada's capacity to transfer and adapt technology, the latter would be the most appropriate way to ensure an immediate pay-off (thereby, creating a means to support basic research in new technologies). The college, once again, would apply the most effective means of developing this capacity.

Other excerpts from the Throne Speech demand response: "A major project in Northern Ontario... to expand the use of new technologies in delivering distance education to remote communities" indicates a clear policy direction. Further, references in the Speech to providing increased educational and skill training opportunities for "women, single parents, minorities, residents of remote communities, the physically handicapped... the functionally illiterate" speak out for an enlarged mandate for the colleges of applied arts and technology to serve very important local needs as "community" colleges.

Co-operative Governance

Perhaps the most pointed statement from this document as it relates to the colleges, is that "my government is determined to ensure excellence through all the stages of education... elementary and secondary schools, colleges and universities, and skills training and enhancement programs".

There is no effective way of evaluating program effectiveness or quality of instruction without a co-operative style of governance involving faculty, administration and students. Only a focus on effective human resource management can succeed in achieving the potential for excellence in the colleges.

The existing management culture, preoccupied with collective bargaining at the centre, must be replaced by a willingness to negotiate as broadly as possible at the college level within the recently signed agreement and to use every other mechanism open to co-operative problem-solving.

It is essential to improve communication, in such a way that it will lead to more sharing of information and decision-making, thereby achieving an atmosphere of trust and respect.

A Pyramid of Skills

Unlike many European countries, we in Canada have given little attention to the various levels of skill needed to effectively "support" a high-tech economy. We have, for decades, imported our technicians and technologists from the U.K., West Germany, and other countries. Internally we have tended to educate professionals and let them "dribble down" to lower levels of function. Many engineers in this country are functioning as technologists. It is an expensive style for society to bear and it is frustrating for the individuals whose expectations are eroded. Furthermore, it does not provide the most effective workforce.

It would make greater sense to educate at all levels of the "pyramid" of skills needed to serve a world class industrial system, rather than to focus on the broad base and the narrow top, leaving a vacuum in the middle levels. It is this function the college could perform with extraordinary skill.

However, the Government of Ontario must recognize that it faces decades of perceptions that only the top level professional has a real part to play in servicing the total pyramid of activity. Such perceptions feed the inferiority complex of the colleges and their graduates. The college system must erode these perceptions, so that the college graduate can assume his or her rightful place in the work force. I would suggest that uncompromised quality in education would be a major step.

The Speech from the Throne alludes to the fact that Ontario's ability to compete in the world of high technology will most certainly decide the standard of living attainable by Ontario's citizens. But, ironically, even the most sophisticated high-tech economy will not assure sufficient jobs to engage every person seeking work. Much of the training necessary will be for positions we now deem to be of a lower status. The U.S. Bureau of Labour statistics predicted a need for those who would work in fast food operations, as janitors and domestics, as truck drivers and cashiers, and as nursing aides and orderlies in hospitals and homes for the aged. The colleges provide training in a host of such jobs and it is this commitment which focusses much of the community learning in smaller, as well as larger colleges. It continues to deserve attention and each college board should be structured to accommodate the needs of those who provide a service at lower levels on the economic ladder; they must also be equipped with skills which will assist them to climb that ladder.

Continuing Education

The original mandate in 1965 recognized the importance of serving the adult part-time learner in the light of the fact that only continuing education could assure Ontario of an up-dated work force as well as a citizenry capable of addressing an increasingly complex society.

We are now facing the reality that even if our educational system trains and educates people for the professions and high-level jobs in business and industry, continues to produce people who can serve the middle and lower echelons of the work pyramid, there may be still a

considerable number of people who will be unable to find satisfying work at all. One must consider the role colleges will play in a society that can achieve high growth with high unemployment.

One hopes that our society will be able to discover strategies of reduced hours of work, part-time employment, shared jobs, early retirement, paid educational leave. All these devices and many more may provide life-styles in which work, learning, voluntary contribution and leisure will combine to give personal challenge, and satisfaction to people throughout their lives.

The fact remains, however, that the long-term, full-time job may not be a reasonable expectation for many people in the 21st century -- the century in which students now in college will spend most of their lives.

Perhaps the mandate of the college to serve the continuing education needs of the community will have to include not only assisting people in moving from one job to another, but also, from full-time to part-time work and from work to volunteer service, when faced with the unemployment created in a high-tech society.

Education or Training

It is in the area of vocational education that a major tension has developed over many years but the issue has come to a head since the establishment of the Ministry of Skills Development.

The colleges have reason to ask whether the original mandate of providing the broadest form of vocationally-oriented education, is still valid. Faculty members have reacted to the shortening of hours and the diminution of credits for liberal studies at a time when the preparation of the most imaginative, flexible, communicative worker seems to be the pressing need. Regents have had reason to question their responsibility when this entire area of federally purchased educational activity is beyond the quality control function of either the Council of Regents or seemingly, the Ministry of Colleges and University.

It is time to state categorically the commitment of the college to the education, rather than merely the training of those people it touches. There must be recognition that any pattern of training provided by a college on behalf of private interests must have a recognizable, human development component.

This is not a job-saving strategy for liberal arts instructors. It is not a budget strategy for ensuring the viability of the college. The recent report, Learning for Life (Report of the National Advisory Panel on Skill Development to the Minister of Employment and Immigration, March 5, 1984) stressed that basic and generic skills were essential in any effective, training strategy.

These skills included:

- written communication
- logic and analysis
- basic science
- mathematics
- understanding of the economic and cultural environment
- problem solving
- entrepreneurial skills

That report concluded that the pace of change in industry and business increases the value of flexibility, the attribute that generic skills encourage.

The recent report on the Automotive Industries, Why People Count, (Report of the Automotive Industry Human Resources Task Force, January, 1985) indicates that basic skills are undeniably necessary in a trained work force. The main concerns about the current work force expressed by companies associated with the automotive industry ranged around reading, writing and mathematical skills.

The college can accommodate these needs. The governance structure must, of necessity, be sufficiently representative and intellectually dynamic to understand and ultimately respond to these profound societal movements.

In the course of my efforts to examine the governing structure of colleges, I had the opportunity to interview the Honourable William Davis, the former premier of the Province of Ontario and the man considered to be the father of the college system. Without in any way implicating him in the recommendations to follow, his advice was that there needed to be a new mandate, a new "excitement" in the colleges. I can only agree.

IMPLICATIONS FOR GOVERNANCE

If the colleges are perceived to be central to the future well-being of a province determined to find its place at "the cutting edge" in a high-tech economy, then there are obvious implications for any governing structure. An interactive relationship is required, which allows for ministry involvement in college planning and for college involvement in the central matters affecting the entire province.

If this expanded role for the colleges is to be successfully achieved, there must be available to the Minister of Colleges and Universities the very best long-range planning by a group of people whose expertise, experience and capability are unquestioned.

Composition of the Board

If the college is still to maintain its community role, it must be able to attract to its governing bodies the most knowledgeable, credible and representative individuals in that community. I think it is logical to assume that such people can best be discovered by the local college.

College boards should, through the widest process of consultation, select the local external members of the board. This would place the ultimate responsibility for the quality of the board on the shoulders of the

individual college. Moreover, it would make more meaningful the involvement of external bodies, such as chambers of commerce, labour councils and citizens' groups.

A Collegial Model

If the success of the colleges in the next decades is dependent on effective, academic planning by those directly affected, and if the matter of morale can best be addressed by a collegial model of decision-sharing with those who have given their careers to the life of the college, then the involvement of the faculty, support staff, middle management and students is absolutely necessary. Without in any way undermining or weakening the legitimate, collective bargaining mode, I would suggest that faculty and support staff must be seen as colleagues as well as members of a bargaining unit. At times, members of the union local may have to withdraw from proceedings of a governing body to prevent any charges of conflict of interest. However, for most of the time, they can carry out their duties as legitimate representatives of the community, whose contribution will ultimately determine the quality of the programs, the instruction and the learning.

Without this involvement there can be no effective process of evaluation or of academic accountability. Only then can an evaluation of program and instruction be seen as supportive rather than punitive. The success of the colleges must be judged not only on their placement record, but on the quality of the graduates in contributing to a more effective provincial work-force.

If the colleges are to continue serving local interests, provincial priorities and federal expectations, then the governing structures must encourage the articulation of these views and effectively represent these varied aspirations at every level of governance. Each governing body must be highly representative in its composition, and through cross-over representation, must achieve common understanding as well as come to share common goals. For that reason, I have stressed broad representative features in the governing structures associated with the colleges and have recommended representation which would lead to interaction.

Minority Interests

In every community there are minorities of native people, language and cultural groups and the physically challenged. Each has received less attention from the educational system than it might. It is in the interest of these groups and the society at large that their interests be better represented. The method of direct appointment should identify and accommodate legitimate interests.

Functioning Responsibility

A governance structure is enhanced by simplicity and openness. It serves no legitimate purpose for a governing body to have responsibility, whether it be for program approval or collective bargaining, and not to have the staff to adequately carry out the function. It is counter-productive for a confusion to exist about where real executive power lies, and for an on-going

debate on executive versus advisory roles to remain unresolved. My advice is that governance should be well defined rather than blurred, that clarity rather than obfuscation should be the order of the day.

Decisions should be made, wherever possible, by those who will be accountable for the carrying out of those decisions. Throughout the period that I have acted as your advisor, the discussions around governance have been deflected and perhaps distorted by the difficult and protracted negotiations between faculty and management. My own, personal position would be that the interests of the province could be better served if those who negotiated the agreement were those who would implement both the letter and the spirit in the local college. Currently both management and the union locals are able to disclaim ownership in the settled contract because they can pass the responsibility on to the centre.

I am aware that both OPSEU and the majority of presidents and governors have expressed their reluctance to engage in local bargaining, for a number of understandable reasons. However, my preference would be that each college bargain with its own employees on <u>all</u> matters. Workload and compensation are so intertwined in terms of trade-offs, I see little point in attempting to separate them.

I strongly suggest that, at least, the colleges be expected to negotiate differences within the clear opportunities available under the present agreement; that presidents, governors and local union executives, be fully apprised of where those opportunities exist.

In the absence of local bargaining I would think that the Minister might delegate to a representative group of presidents, the responsibility for negotiating the collective agreement. Thus, the principle of linking decision-making, implementation, and accountability would be more faithfully followed.

Fostering Trust

A standard of governance that cannot be quantified is the trust and respect that emerge from the process of governing. I have listened to a great deal of discontentment. Some of this tension has been based on misinformation and rumour. If the governing structures are more widely representative and encourage a higher commitment to communication, then trust may be engendered.

Initial discussions with management, faculty, and support staff suggested that each had a very different perception of the policy directions of the college. Yet, more intense questioning revealed that the main problem was one of lack of information. People who have to make decisions have little time to devise strategies to ensure that everyone who should be informed does, in fact, get informed. As a result, suspicion and rumour are chronic. The governing structure, by being more representative, could assist in dispelling this condition, if there were a policy of full disclosure at meetings and a commitment to full accountability through communication.

The budget-planning process and the decisions about allocation of resources should be an open process within appropriate governing bodies. Around these discussions,

the questions of academic policy and values concentrate. Thus governance can foster communication as well as decision-making, to the advantage of both internal and external members and their constituencies.

In Summary

From the perspective of a changing society, I have carefully considered the implications for governance. I recommend that you shift more function and more responsibility to the local college level. I want to see each college continue to be rooted in the local community. I advise that more program approval be devolved on the local board. The Ministry must have a role in program approval involving major capital requirements, quota programs, and where conflicts between colleges exist. The specific mechanism for placing the major responsibility for program approval at the local college level, while allowing for some central co-ordination, is being developed by the Ministry at the present moment.

The strengthening of the local board of governors will enable the board to be more knowledgeable, participate more actively and to exhibit a concern for the academic, as well as financial, well-being of the college.

In the face of these enormous changes and pressures, there is a need for leadership. I would submit that only the Minister can provide that leadership. More responsibility at the local college level, combined with effective leadership from the Minister, will provide the colleges with flexibility and direction.

The Council of Regents has made a great contribution over many years. However, the balance of power on which this structure should have depended has not existed for some time. I feel the current Council of Regents, with its executive powers, can no longer be sustained. I believe a newly created Minister's Advisory Council would be essential. But the executive authority of the council should devolve on the local college or, where necessary, on the Minister.

RECOMMENDATIONS

1. THAT EVERY COLLEGE OF APPLIED ARTS AND TECHNOLOGY BE REQUIRED TO DEVELOP AN ACADEMIC COUNCIL BY SEPTEMBER, 1986, CONSISTING OF NOT MORE THAN 60 MEMBERS, WHO ARE ELECTED THROUGH AN INTERNAL, DEMOCRATIC PROCESS. (THIS RECOMMENDATION SUPPORTS RECOMMENDATIONS 3, 4, 5 AND 6 OF THE REPORT OF THE INSTRUCTIONAL ASSIGNMENT REVIEW COMMITTEE, SURVIVAL OR EXCELLENCE, JULY, 1985.)

   The size of the council would be a function of the scale of the college. All academic sectors in the college must be represented including the various campuses comprising the college. The representation of faculty, academic administrators and students (both full-time and part-time) should be balanced. The president should chair the meetings of academic council and the council should be provided with an adequate secretariat to ensure that documentation is maintained.

   The academic council should meet every month during the academic year and report directly to the board with appropriate recommendations. The council should address all matters affecting academic policies and planning, program approval and development, and evaluation of program content and delivery.

The senior administrators have indicated a concern that academic councils would create debate which would erode the capacity of colleges to be highly responsive to the community's program needs. It is important for the college to be responsive. However, it is once again a matter of balance. The long-term success of the colleges will depend on the quality of content and delivery of programs. Quality cannot be compromised in any way in the interest of responsiveness; an effective academic council should develop mechanisms to ensure a balance between the two. Further, it should provide a forum for the sharing of expertise and decision-making by those committed to the common goals of education. Such a participatory model would foster collegiality and a healthy morale.

Communication links are required between the advisory committees and the Academic Council. Such links might be formalized through committee representatives on the Council or the establishment of joint ad hoc committees.

An academic council representing the essential academic leadership of the college will be a mechanism to bring about a renewed energy and vision as the college faces the 21st century.

2. **THAT THE BOARD OF GOVERNORS IN EACH COLLEGE BE RECONSTRUCTED TO INCLUDE REPRESENTATIVES FROM BOTH THE INTERNAL AND EXTERNAL COMMUNITIES.**

The boards of governors are to be commended for their success in meeting their very broad mandate. Included in their role, as outlined in Guidelines

for Governors, is reference to "the creation of a climate for innovation and progress within the college." I suggest that an integral part of this climate is the quality of relationships within the college. The morale of the faculty, administration, and the concerns of students should not be beyond the interest of the board of governors.

I am accordingly recommending a board structure that will ensure an awareness of the college "climate," by inclusion of representatives from the internal community.

I recommend that each board of governors include no fewer than six internal members: two (2) faculty, one (1) middle management, one (1) support staff, and two (2) students. Each internal representative should be elected by ballot by his/her own constituency in the college for a term of two (2) years.

Notwithstanding the expressed reluctance of the Ontario Community College Students Presidents' Association to request full membership for college students on the Board, its final position was a demand for voting rights, if faculty representatives were to be so treated.

With respect to representation of the external community, the number of governors needed by the college should, within limits, be the decision of the particular college. Each board should have not fewer than six (6) and not more than nine (9) board members, drawn from the communities within the boundaries of the area served by the college.

These external members should be appointed with a view to providing the broadest representation of community interests, with a sensitivity to the need for representation of geographical areas, labour, business and industry.

In colleges contiguous to a university, it would be expected that there would be an exchange of board membership, with one seat on the college board to be filled in consultation with the local university.

Representation should be ensured, where appropriate, from the Franco-Ontarian community. Justice to Ontario's French-speaking citizens requires at least proportional representation on boards of governors, where appropriate.

Appointments of women should be consistent with the provincial and ministerial policies, as well as the affirmative action goals within the college's own Multi-Year Plan.

It is essential that recent alumnae of the college have some representation on the board and this might be achieved by the appointment of a graduate who has already served a short term as a student prior to graduation.

In every community there are a number of minority groups, which vary with each area, whose presence on the board of governors would enhance the relevance of that body; and these considerations should receive a high priority.

An annual meeting of members of advisory committees to elect nominees for the Appointments Committee to consider (see below) would serve a useful purpose.

The quality of the college board must be the responsibility of the Board. Each Board must have an Appointments Committee, to include at least three (3) internal and four (4) external members, who would bring the highest priority to the task of selecting the very best representatives of the external community and presenting them to the full board for formal appointment. The chairman of the board would normally be elected from these external members.

The Minister of Colleges and Universities would be responsible for appointing one to three representatives to the board of each college, from a list of at least three nominees for each appointment, determined by the Appointments Committee of the Board. On occasion, the Minister may appoint a board member from beyond that list. These ministerial appointees may or may not be a resident in the area served by the college. Certainly, the Minister's appointees should provide a provincial presence, including an understanding of federal-provincial agreements and other province wide perspectives.

The President, as Chief Executive Officer, would continue to be a member of the board.

I see no point in continuing municipalities' involvement in appointments to college boards. Undoubtedly, in the early years, there was a need to be assured that these recently established institutions were accepted, indeed, perceived as municipal assets. I do not think there is any question that each municipality now concedes the value of the college to the life of its community.

In place of this formal role in the selection process, I would recommend that one board member should be selected who can represent the interest of a local municipality within the college boundary, or, perhaps more appropriately, the elementary and/or secondary schools in the municipalities served by the college.

The boards of governors would obviously be expected to carry out all the functions outlined in the Ontario Ministry of Colleges and Universities Act, the Ontario Corporations Act and a Guidelines for Governors. Included in their mandate would be an expanded role in program approval at the local college level, as well as the evaluation of program content and delivery, as recommended by the academic council. In short, the reconstituted board of governors would be perceived as concerned with the academic, as well as the fiscal, health of the college.

I recommend that each board have an ad hoc Presidential Review Committee. The board appoints only one individual -- the chief executive officer.

These positions, in line with growing practice in the public service and in educational circles, should have a term of five years, renewable. At the end of each term the position should be reviewed by a committee of at least seven (7) board members, three (3) of whom would be internal. In that way, the board could assure itself that it had carried out the role of providing effective executive leadership.

3. **THAT THE MINISTER ESTABLISH AN ADVISORY COUNCIL ON COLLEGES, COMPOSED OF AT LEAST FOURTEEN (14) ONTARIO CITIZENS, TO REPLACE THE COUNCIL OF REGENTS IN THE STRUCTURE OF GOVERNANCE FOR THE COLLEGES OF APPLIED ARTS AND TECHNOLOGY.**

Successive chairmen and members of the Council of Regents have made an impressive contribution to the work of the colleges over some twenty years. In the early stages, in particular, the council was able to give leadership where there was virtually none available from any other source. However, as the colleges, their administrations and boards have matured, as resources have become scarcer, as staff have become fewer, the capacity for leadership has inevitably been eroded. In latter days, disagreements over the extent of executive power as opposed to advisory function in the hands of the council, has further fragmented the influence of the council.

It would thus be my advice to the Minister that a very "high-powered" council be established comprised of men and women who are in the forefront

of Ontario's economy and society; people who have the breadth of wisdom, the perception of the future, the access to futurist, demographic and economic research, in order to provide a vision with respect to what role the colleges should be playing in the province.

The new Minister's Advisory Council would explore the indicated directions of our society over the next two decades and how the colleges will be required to change in order to maintain their stride. The Minister might want to request from the council advice on levels of funding and the allocation of capital funds, as related to long-term planning.

Certainly, the advisory council should maintain close relations with other provincial bodies, such as the "Premier's Council to steer Ontario into the forefront of economic leaderships and technological innovation" (Speech from the Throne).

Relationships between the newly-mandated colleges and the universities need to be explored. The major role of the Minister's Advisory Council would be that of carrying out long-range planning, within which the short- and middle-term planning of the Ministry and individual colleges can be made effective.

On this Advisory Council, the Minister's appointments would include two (2) presidents and two (2) chairmen of college boards. The inclusion of four (4) members of the Ontario college community would add practicality and reality to the discussions of the advisory council.

The council would elect its own chairman from its membership, but would exclude from nomination either the college presidential appointments or the college governors' appointments.

It would be essential that the Minister and the senior Ministry officials meet with the advisory council for at least a day, twice a year.

This body must be given adequate resources to carry out its activities. A small staff of individuals with experience in strategic planning would conduct research initiated by the council. An executive director would assume responsibility for this staff.

I have not been asked to give advice on the matter of collective bargaining, but I have advised the Minister to replace the Council of Regents with an advisory council whose role would not include this duty. It might be prudent for the Minister to delegate this task to a representative group of college presidents. Bargaining is best done by those who are the most knowledgeable, by those who stand to gain the most by reaching an agreement and lose the most by failing to reach such an agreement.

Subsequent negotiations of an agreement are made easier if those who implement the agreement know precisely what the main areas of contention have been. In the absence of the willingness and the mechanisms to engage in totally local bargaining, I would advise the Minister to introduce some "ownership" into the bargaining at the central

level, by engaging the presidents as his representatives. The terms and conditions of employment for the administrative group might best be dealt with at the local level.

4. THAT THE MINISTER ESTABLISH AND APPOINT TWO ADDITIONAL MINISTER'S ADVISORY COMMITTEES:

- A COMMITTEE ON COLLEGE POLICY, COMPRISED OF THE TWENTY-TWO (22) CHAIRMEN OF THE BOARDS OF GOVERNORS OF THE COLLEGES; AND

- A COMMITTEE ON COLLEGE OPERATIONS, COMPRISED OF THE TWENTY-TWO (22) PRESIDENTS OF THE COLLEGES;

AS PART OF THE FORMAL STRUCTURE OF GOVERNANCE FOR THE COLLEGES OF APPLIED ARTS AND TECHNOLOGY IN ONTARIO.

Without in any way inhibiting or distorting the voluntary initiatives of the Committee of Presidents, as a body within the ACAATO structure, it would be advantageous to bring the chief executive officers as a group, into a formal relationship with the Minister.

There is also a need for the Minister to meet formally with the presidents of the colleges more frequently -- at least twice a year -- than has hitherto taken place.

The Minister's Committee on College Operations should be requested to react to initiatives planned by the Ministry in any area of college administration or activity. This committee should be asked to consider any long-range, planning document or any issue document prepared by the Minister's Advisory Council on Colleges. Additionally, the Minister, will undoubtedly wish to share information and receive advice, either to himself or his advisory council, on any number of issues of importance to the colleges.

The purpose of this body is to provide a more effective mechanism for advice from the chief executive officers to the decision-making at either the Ministerial or college level. Recognizing the ultimate responsibility of the crown corporation to the Minister and the Government of Ontario, and the chief executive officer's role in that relationship, this additional method of encouraging the assistance and co-operation of the presidents as a group should be enormously helpful.

I have advised, as well, that the Minister meet with the Advisory Committee on College Policy on two (2) occasions during the year. Once again, it is a matter of reaching out to those who carry responsibility at the local college level for advice on any number of issues and hearing from them the problems they are confronting in their local community. It is essential that college governors understand more clearly the provincial priorities and through the Minister and his colleagues, the federal expectations as well.

As with the Advisory Committee on College Operations, the Minister should request that the Committee on College Policy react both to ministerial initiatives and to any documents referred by the Minister's Advisory Council on Colleges. This linkage with the representatives of the college boards should be extraordinarily valuable.

Both of these Advisory Committees should be provided with services by the staff associated with the Minister's Advisory Council on Colleges.

Both of these Advisory Committees should elect their own officers from their membership.

5. **THAT A MECHANISM BE ESTABLISHED WHEREBY THE MINISTRY OF SKILLS DEVELOPMENT CO-ORDINATE FEDERAL PURCHASES FROM THE COLLEGES THROUGH THE MINISTRY OF COLLEGES AND UNIVERSITIES.**

There has been confusion over the role of the Skills Development Ministry, with respect to its frequent contact with the colleges. The federal government recently announced its determination to shift its resources away from the public sector of educational services to the private sector. Although the worst fears of immediate severe loss of clientele to the private sector have diminished somewhat, the entire area of this new initiative at the provincial level calls for intense analysis.

At present, it is perceived that the only clear link between the two ministries is the Minister himself. There is a view that there is competition between these ministries and that individual colleges could well find themselves ground between these millstones. It needs to be re-affirmed that the colleges report only to the Ministry of Colleges and Universities and are not serving two masters.

Moreover, it is essential that the issues relating to skills development be addressed by the central governing structures of the college system. It is crucial that these matters of educational philosophy and administrative implication receive the fullest attention of the Minister's Advisory Council on Colleges, by his Advisory Committees on College Operations and College Policy, at the earliest opportunity.

Equally important, in each college, initially at the academic council level, and ultimately at the board of governors, there must be a definition of the college's educational role and some criteria of college behaviour, to assure that all activities, including those federally funded and coming from Skills Development initiatives, have quality of curriculum and teaching practice and fulfill the colleges' commitment to the development of the individual as a citizen, as well as a worker.

6. **THAT THE MINISTRY OF COLLEGES AND UNIVERSITIES ESTABLISH AND ACTIVELY MAINTAIN FORMAL LIAISING RELATIONSHIPS WITH THE COLLEGES.**

In the absence of monthly visits to the colleges by the Council of Regents, it will be of paramount importance that personal communication links be maintained by the ministry with the various components of the colleges. Actual visits to the colleges are vital to mutual understanding. The ministry must have an accurate sense of each college with its individual differences, and the colleges must be able to understand, rather than suspect, the ministry's policy objectives.

FURTHER OBSERVATIONS

Over the past few months, I have had the pleasure of meeting many members of the college community. As a result of these interviews and through the reading of many submissions, I have been apprised of a number of concerns that are beyond my mandate. I am taking the liberty of referring, for your information, issues which were consistently raised by a wide variety of constituent groups.

Funding Formula

I am aware that the funding formula is currently being reviewed and I am confident that the views expressed to me have been clearly presented to the Minister by the colleges themselves. In brief, there has been a great deal of concern expressed over the formula's emphasis on growth and "number crunching". Smaller colleges which are experiencing a decline in enrollment, have expressed an interest in a formula that provides for maintenance, in the absence of growth.

It is felt that the formula fosters an extremely competitive attitude among the colleges; some colleges view competition as a healthy component to the system, others view it as destructive. Suggestions have been made with respect to a formula that might fund centres of specialization. An interest has also been expressed in having part of the formula allocated towards research and professional development.

I pass these observations on to you for your information only and re-iterate that I expect such views will come forth in great detail during your review.

Term Appointments for Academic Administration

There has been a consistent view expressed that chairmen, deans, and if possible, vice-presidents and presidents should partake in teaching and that these positions should carry terms with options for teaching at the end of the terms.

It would be my hope that the involvement of more internal representatives on the boards of governors, more formal involvement of presidents in the governance of the college system, will result in a move in this direction. It is worth noting that the Report of the Instructional Review Committee, chaired by Michael Skolnik, recommends: "Chairpersons and deans (or persons in comparable positions with different titles) should be appointed for a fixed term, subject to review, and faculty should participate in their solution and review." My observations about the internal ills of the college system corroborate the findings of the Skolnik Report in this respect.

Residences

Many colleges have developed specialized programs that are so unique and widely acclaimed that they no longer serve the local community, but rather, draw enrolments from the entire province, and in some cases, nationally and internationally. As centres of specialization become further emphasized, the question of

residences must be considered. Several colleges have suggested that the building of residences could be undertaken by private enterprise at no cost to the government, with provision for full ownership by the college over a period of years. As well as providing needed accommodation for the students, residences become revenue-producing, once they are owned.

Although I have not drawn any firm conclusions on these issues, I hope my sharing of these observations will be helpful.

CONCLUSION

I trust my advice will assist you in providing the Ontario college system with a strong and viable governing structure, capable of the excellence the 21st century will demand.

May I conclude by quoting an excerpt from a submission made by Humber College:

> "We in education can count ourselves fortunate in that we are engaged in an enterprise in which we are all, students, teachers, administrators, and governors, 'on the same side'. There need be no enemies from inside our organizations. Illiteracy, ignorance, incompetence, lethargy, superstition, prejudice -- these are enemies enough for one enterprise; we need no additional opposition from within our own team.
>
> Unfortunately, we see, all too often, bitterness, suspicion, demonstrations, secrecy, vindictiveness, and other evidence of functional and social disarray within the colleges. Something has gone wrong.
>
> It is the contention of the present report that this disarray is not natural to the system, but is artificially created by two factors: a poor administrative structure, and poor communications. These factors are not independent but related; each exacerbates the other. A poor structure will twist and inhibit communications, and poor communications will render the formal structure ineffective, as well as creating an alternate, 'informal', oppositional structure within the organization.

Rather than seeing the problem for what it is, we tend too often to seek the cause of the trouble in personalities and look for solutions in better human relations. When the troubles persist, negative perceptions become confirmed, and we build defences and concentrate on building power bases. Energies that should be directed at achieving the external purposes of the institution are wasted on trying to balance and resolve conflicting demands from within. The sorry scene is pictured in every textbook on administration: a good structure can go a long way to overcome quite bad human relations, but no amount of good human relations can overcome the handicap of a really bad structure.

The present hearings on college governance represent a valuable opportunity to reexamine and redesign a bad system of governing and structures of administration in the `Colleges of Applied Arts and Technology of Ontario, and to liberate and coordinate the energies of those in the colleges towards achieving the purposes for which we all strive. As Doris Lessing lamented in the 1985 Massey Lectures on the CBC, 'Prisons We Choose to Live Inside', we have known the answers to these questions for half a century; the problem has been that we have never been willing to risk putting the solutions into practice."

It is time to take that "risk".